

Historic, Archive Document

Do not assume content reflects current scientific knowledge, policies, or practices.

1442
CIV2C 49B
WAR FOOD ADMINISTRATION
Office of Distribution
Washington 25, D. C.

July 25, 1944

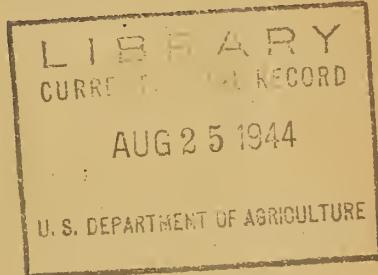
CIVILIAN FOOD REQUIREMENTS BRANCH MEMORANDUM NO. B-5

To: All Regional Directors

From: William C. Ockey
Acting Chief

Subject: Community School Lunch Program

SECTION I. GENERAL OPERATION OF THE PROGRAM



Director's Memorandum No. 20, Revision 2, outlines policy for the 1945 Community School Lunch Program. This Memorandum and supplements thereto will set forth the detailed operating procedures under which Regional Offices will initiate and conduct the reimbursement program.

Generally, the School Lunch Program should be so operated as to assure that the greatest possible number of children get a nutritious lunch and that the maximum possible amount of agricultural commodities in temporary or local abundance are disposed of. Sponsoring agencies and participating schools should be held strictly to the terms of the agreement. If there is evidence of willful or persistent violation, the agreement of the violator should be cancelled. Every effort should be made to set the maximum rate of reimbursement at a point which will permit an adequate program, and at the same time make impossible the accumulation of large surpluses.

The program in the field will be administered by the Regional Civilian Food Requirements Division, working under the general supervision of the Regional Director. All possible functions in the operation of the program should be delegated to District Offices.

SECTION II. STATE PLANS OF ADMINISTRATION AND STATE AGREEMENTS

A plan of administration for each State will be drawn up in accordance with the outline attached to this memorandum. The State Plan should be forwarded to the Chief, Civilian Food Requirements Branch, not later than September 1, 1944.

Attached to, and made a part of the State plan, should be an agreement with a State agency covering the Statewide operation of the School Lunch Program. The agreement, which should be modeled on

the attached proposed agreement, should be offered to the State Department of Education, unless the Governor of the State indicates his preference for another agency or unless the State Department of Education does not wish to cooperate in the program. In case no agreement can be negotiated with the State Department of Education, an agreement may be taken with some other suitable State agency.

The suggested agreement is flexible enough to permit changes to fit the needs or peculiarities of any State, but additional provisions may not be inserted without the prior approval of the Chief, Civilian Food Requirements Branch. Under no circumstances should the Office of Distribution representative urge the State agency to agree to any responsibilities or duties which it is unwilling or unable to perform. A complete record of the negotiations with the State agency will be attached to the State plan of administration.

Neither the formulation of the State plan of operation nor the inauguration of the program should be unduly delayed by reason of protracted negotiations with a State Agency. If an agreement has not been reached by the time schools are opening and it is necessary to start taking operating agreements, the Office of Distribution will go ahead with the program without the assistance of the State agency. However, if there is still promise of reaching an understanding with the State agency, conversations to this end may be continued. If an agreement is reached at a later date, the State plan will be amended accordingly.

The Washington Office of the Civilian Food Requirements Branch should be promptly notified of any major changes in the State plan.

SECTION III. DETERMINATION OF ELIGIBILITY

1. Eligible Sponsors. Schools, the governing agencies of schools, child care centers and organizations operating child care centers are eligible to enter into agreements to receive War Food Administration assistance, if their program meet other eligibility requirements. Private non-profit agencies not operating the school or child care center may act as sponsors and enter into agreements, provided a written authorization for the agency to operate the program is received from a responsible official of the school or child care center in which the program is to operate. The statement should be addressed to the War Food Administration in substantially the following form: "This will certify that the _____ controls and operates a school lunch program in _____, and is authorized to enter into an agreement with the War Food Administration in connection with the operation of this program." Signed copies of the statement will be attached to all signed copies of the agreement.

2. Eligible Programs. School lunch programs operated not for profit in non-profit public, parochial or private schools of high school grade or under, and in non-profit community centers, settlement houses, children's homes, child aid centers, child day care centers, playgrounds, boys' or girls' clubs, summer camps, or like centers, institutions or organizations devoted to the care and training of children, will be considered eligible for assistance, provided it is determined that Federal assistance is necessary in order that the program sponsor may operate an adequate program, supplying lunches without charge to those children who are unable to pay the cost of the lunch.

The determination of need for assistance and amount of assistance needed will be made upon the basis of an application submitted by the prospective sponsor on Form FDA 535-1.

3. Eligibility of Cafeterias. Question 7 of the application is designed to detect those programs where children are permitted to choose their luncheon from a wide variety of foods. No application showing "Yes" to Question 7 should be approved without a further investigation of the operation of the program. If this investigation shows that soda water, candy and similar items are offered for sale to the probable detriment of a lunch program featuring nutritious meals, or that insufficient controls are maintained to assure compliance with the agreement and accuracy of claims, the application should be rejected. However, applications from cafeterias may be approved if the investigation shows that the purposes of the School Lunch Program will be served by the program's participation. (Note: Nothing in this section shall be construed to mean that all cafeterias of this type may not be declared ineligible in any State or Region.)

4. Eligibility of Child Care Centers. Benefits to child care centers are limited by law to two percent of the appropriation, and the War Food Administrator's schedule of allocations limits the amount that may be expended for these programs in each State. No application for an orphanage, children's home, boarding school or similar institution, where, by the nature of the operation, the institution is obligated to take complete care of the child over and extended period, shall be approved prior to a personal investigation by an Office of Distribution employee, or an employee of the cooperating State agency. No agreement shall be taken with such an institution unless the investigation shows conclusively that sufficient controls are employed by the applicant to assure compliance with the terms of the agreement, and particularly with Article V thereof.

SECTION IV. FORMS

1. General Handling of Forms. The Application (Form 535-1), Agreement (Form 535, Revised) and Monthly Report and Claim (Form 536, Revised) are the operating forms for the program. Since they are initiated by and must be signed by the sponsor, the number of copies required should be held to the absolute minimum for efficient operation.

All erasures, strike-overs or other corrections on agreements and claims must be initialed by the person signing the document.

Forms FDA-775 and FDA-775-1, Office Record Cards and Form FDA-537-Revised, Monthly Report, are internal forms for use of the Office of Distribution. Forms FDA-774 and FDA-774-1, Daily Record Form are for the internal use of the operation program, upon the sponsor's request.

2. Application. Except where central purchasing, central preparation of food, or central accounting makes it impossible, an application must be received for each school to participate in the program. Where centralized operations do not permit detailed fiscal information on individual school operations, a complete application may be accepted for the whole operation with an attached schedule showing for each school the answer to all questions in the application except 1, 14, 15, 16, and 17.

Questions 14 through 18 of the Application are designed to give some idea of the applicant's need for assistance. This information, together with any other available information should be carefully examined by the approving employee to determine whether or not the applicant has clearly demonstrated need for assistance for this program. This information will also be used in setting the maximum indemnity rate.

Where a State agreement provides for approval of the application by the State agency, every consideration should be given to that agency's recommendations. Where it is necessary to approve or disapprove the participation of a school contrary to the State agency's recommendation, a full account in writing should be given the State agency.

Since some of the information contained in applications will later be used to make a survey of operating programs, applications should be filed in such a manner that data can be readily obtained from them.

3. Agreements. Where counties are the administrative units operating the schools, agreements may be taken with the Office of the County Superintendent covering all schools in the county; otherwise agreements should be taken only with local units (individual schools, city systems or school districts). No agreements may be taken covering areas larger than a county without the written approval of the Chief, Civilian Food Requirements Branch.

Because funds for schools and child care centers must be accounted for separately, no agreement may be taken covering both schools and child care centers. All agreements covering child care centers shall be plainly marked "CCC" on the first page.

The maximum rate of reimbursement shall be established separately for each school by an Office of Distribution representative, after full consideration has been given to the data in Items 14 through 18 of the application and to any recommendations of the cooperating State agency. Rates will be entered in the appropriate spaces on "Schedule A" of the Agreement.

The Office of Distribution representative shall set maximum rates for each school at a point which he feels will permit the sponsor to operate an adequate program but which will not result in a net gain to the sponsor. The maximum rate of reimbursement per meal shall in no case exceed the following: Type A, \$.09; Type A (without milk), \$.07; Type B, \$.06; Type B (without milk), \$.04; Type C, \$.02.

Rates should be established only for the types of meals indicated on the application, except that where Type A or Type B is indicated, rates should be set for the appropriate type both with and without milk.

Rates should not be set at intervals of less than one cent for Type A and B, nor less than one-half cent for Type C.

Wherever possible, it is desirable that the application and maximum rates of reimbursement be discussed personally with a representative of the sponsoring agency. If the rate requested in Item 18 of the application is not approved, the sponsor should be given an explanation and informed that a revision may be made if actual operations indicate it is necessary. Similarly if the recommendations of the cooperating State agency are not followed, an explanation should be furnished to the agency.

Agreements may be amended unilaterally by the Office of Distribution to set new maximum rates of reimbursement. In announcing new maximum rates to a sponsor, sufficient notice should be given to enable the sponsor to make any necessary adjustments in his program.

Additional schools may be included under an agreement by approval of a "Schedule A" submitted by the sponsor. Such "Schedule A" shall include appropriate reference to the agreement, the effective date of the approval of the additional schools, and the signature of an authorized representative of the Office of Distribution.

4. Monthly Report and Claim for Reimbursement. Each school and child care center participating in the program will submit a report and claim for reimbursement on Form FDA-536, Revised, covering operations

during each calendar month. Sponsors having more than one school under their agreement will prepare a consolidated report covering all units under the agreement. Reports are due at the appropriate District Office not later than the tenth day of the month following the month being reported.

Reports will be checked for accuracy in the receiving office and appropriate information posted to the Office Record Card. Each report covering a child care center shall be plainly marked "CCC" on the face. A voucher (Form FDA-564) will be prepared for each claim in accordance with established procedure, and the complete claim forwarded to the Regional Civilian Food Requirements Division for transmission to the Finance Division. One copy of each report shall be retained in the Division for reporting purposes.

Sponsors whose purchases of food, preparation of meals, or accounting is centralized in such a manner that reports cannot be made by the individual units may submit a schedule showing by unit, all the information required on Form 536, Revised. A consolidated report on Form FDA-536, Revised, covering the schedule will constitute the claim. The form of the schedule shall be determined jointly by the Regional Civilian Food Requirements and Finance Divisions. This procedure may be used only where centralized operations do not permit individual school reports. Wherever programs are operated by the individual units, reports on Form FDA-536, Revised, prepared by each school shall be attached to the sponsor's claim.

5. Office Record Cards. Each District Office shall maintain a file of Office Record Cards for all operating programs. This file shall consist of one card for each sponsoring agency, Form FDA-775 (colored), and one card for each school and child care center, Form FDA-775-1 (White).

This file will contain, in compact form, all of the information necessary for the checking of claims. It will also be maintained as an "in and out" file, thereby constituting a check on delinquent claims. The card file for sponsoring agencies will also serve as a ready reference for use in preparing mailing lists. Each card for a program in a child care center shall be plainly marked "CCC".

Each month the applicable information from the Report and Claims will be entered, and the indicated computations made, on the cards for the individual schools. When the bulk of the reports for a given month have been received and the information entered on the cards the following determinations may be made:

- (1) The schools that are not placing the proper emphasis on the purchase of "abundant" foods.

This will be determined on a comparative basis by checking through the cards and noting those schools that fall substantially below the average in the percent of food expenditures spent for "abundant" foods.

(2) The schools not taking advantage of available commodities under the Direct Distribution Program.

If files are maintained by counties this determination may be rapidly made by checking the cards for schools located in the counties in which commodities were known to have been available.

(3) The schools accumulating funds in excess of an amount which appears necessary for the efficient operation of their programs.

Because program operations vary considerably, it is not possible to set a rigid formula for this determination. In general, if the balance of funds on hand is in excess of the average monthly cost (total expenditures) of operating the program, the balance may be considered excessive.

When it is found that a school is not properly emphasizing purchases of "abundant" foods or is not taking advantage of available commodities, the matter should be checked with the sponsor to determine the reasons for the apparent non-compliance and to remind him of the applicable contractual requirements. When it is found that a school has accumulated an excessive balance of funds the same procedure should be followed. If the school does not give satisfactory reasons for maintaining such a balance, arrangements should be made to use up the surplus by the means set forth in the second paragraph of Article VI of the agreement or the maximum rate of reimbursement should be reduced.

While the attitude of the Office of Distribution in checking these matters should be one of inquiry rather than accusation, repeated non-compliance should result in cancellation of the agreement.

6. Daily Record Form. The Daily Record Forms (FDA-774 and FDA-774-1) are designed to give schools a simple record system conforming to the record-keeping requirements of the agreement. Its use is entirely optional, and no pressure should be exerted for its use in any school. However, its availability should be called to the attention of all schools whose record-keeping system may not be adequate.

A suitable letter explaining the use of the form should accompany each supply sent out.

7. Report to Washington Office. A statistical report of program operations on Form FDA-537, Revised, will be prepared monthly by the Regional Office. Separate reports will be made for schools and for child care centers.

The report will be submitted in duplicate to the Washington Office not later than the last day of the month following the month being reported. Except in unusual circumstances, it is expected that the report will cover all operations during the reported month. If reports for any State are considered incomplete, an attachment to the monthly report should indicate the probable number of operating programs not reported, and the reason therefor.

SECTION V. ALLOCATIONS AND ENCUMBRANCES

I. Allocations. The allocation of funds for school and child care center operations is made by the Acting War Food Administrator's schedule of allocations dated July 21, 1944. This schedule may be amended by the Administrator upon a showing that some States will not use all funds allotted and that other States have need of additional funds.

Until further notice in writing the Northeast, Midwest, Southern, and Southwest Regions may not encumber for the reimbursement program more than 80 percent of allocated funds, and the Western Region may not encumber more than 90 percent of allocated funds for this purpose. The remaining funds will be retained for purchase and direct distribution. (A smaller percentage is earmarked for direct distribution in the Western Region because of the low volume of purchases and difficulties of transportation). If probable expenditures seem to warrant, some of these funds may later be released for the reimbursement program.

2. Encumbrances. Funds shall be encumbered on the basis of individual agreements for the full period of operation. Requests for encumbrance of funds will be made by the Civilian Food Requirements Division by entering on the Finance Division's copy of the agreement the amount to be encumbered, the allotment code, which will be indicated on the Allotment Advice for the program, and the period during which there will be activity under the agreement. This information should be set up as follows:

Encumber for \$ _____
(Allotment code)
Active _____

The period of activity should show the months for which claims are expected, as "September - May" or "9 - 5". Minor changes may be made in this procedure upon agreement between the Chief of the Civilian Food Requirements Division and the Regional Finance Officer.

Revisions in encumbrance requests may be made by memorandum to the Finance Division.

The amount of the encumbrance request will be set at the product of the estimated number of days the program will operate, the estimated number of children to be served per day, and the maximum rate of reimbursement per meal, corrected on the basis of any other available information concerning the probable operation of the program.

Encumbrances should not be requested or agreements forwarded to the Finance Division until the first claim is received under the agreement. This procedure will make it possible to set encumbrances more accurately, particularly with respect to the number of days of operation under the agreement, and will avoid tying up funds for programs that start late or do not operate at all.

SECTION VI. ANNOUNCEMENT OF ABUNDANT FOODS

There will be prepared each month for distribution to all operating programs, an announcement of foods abundant in the area.

The announcement should be in the form of a letter to all program operators. In addition to listing the abundant foods for the month, the letter should call attention to Article IV of the agreement under which the sponsor is obligated to emphasize the use of these foods, and his obligation to report monthly on his purchases of the foods.

Except in unusual circumstances, letters should be prepared on a State basis and signed by the appropriate District Representative. Every effort should be made to relate the list to the agricultural economy of the State by mentioning the large producing areas in the State for any of the commodities listed. However the statement about abundant foods should always be qualified by some such phrase as "abundant over most of the State," since there will frequently be areas where one or more of the listed foods may be relatively scarce.

Some mention should be made in the letter of the nutritive values (in laymen's terms) of the listed foods, and reference should be made to use of the "Menu Planning Guide" and "School Lunch Recipes" for attractive new uses of the abundant foods. Regional Offices may wish occasionally to include in the letter additional menus and recipes.

The list of abundant foods should not exceed six items, and of course will be strictly limited to foods which are definitely abundant and relatively low-priced. Regional Offices should watch closely over the issuance of this letter. From time to time the Washington Office will recommend foods to be used over a large area or on a nation-wide basis.

The letter should be distributed to program operators not later than the first day of the month for which the list is applicable. One copy of each State letter shall be forwarded to the Chief, Civilian Food Requirements Branch, Washington, as soon as it is issued.

SECTION VII. ADMINISTRATIVE SURVEYS AND AUDITS

Administrative surveys of operating programs will be made in accordance with instructions to be issued by the Civilian Food Requirements Branch. These surveys will be designed to give a quick but comprehensive picture of the program in the school and to indicate possible undesirable phases of its operation.

Audits of the accounts of School Lunch Programs will be made by the Regional Audit Office at the request of the Civilian Food Requirements Division or the Finance Division, or upon its own initiative. Administrative personnel should take every advantage of the audit function, both by requesting frequent audits, and by making use of audit reports to find and correct deficiencies in program operation.

William C. Dickey

Attachments

KJR

FOR DISCUSSION PURPOSES ONLY

PROPOSED AGREEMENT

Whereas the _____ Department of Education, which has general supervisory authority over the public schools in the State of _____, is vitally concerned with the nutrition education of children of school age, and recognizes lunches served at school as a valuable device for furthering such education; and

Whereas the Congress of the United States has authorized the War Food Administration to assist school lunch programs by furnishing food for the preparation of lunches.

Now Therefore, this agreement is entered into in order to make more effective the over-all School Lunch Program in the State of _____ and to establish a basis of understanding concerning the granting of Federal assistance to eligible school lunch programs, in order that such assistance may best contribute to the school lunch program in the State and to the nutrition education of the participating children.

Article I. The _____ State Department of Education and the War Food Administration agree concerning school lunch programs generally:

Sec. 1. That every child in the State should be afforded the opportunity of having a nutritious lunch at school regardless of his ability to pay for the lunch.

Sec. 2. That the school lunch program should be coordinated with a program of nutrition education, in order that it be of maximum benefit to the participating children.

Sec. 3. That every effort should be made to establish programs under which every child will have a complete meal conforming to accepted standards of nutrition; conversely that every effort should be made to discourage the sale on the school premises of individual food items as a substitute for a complete meal.

Sec. 4. That school lunch programs should be primarily a community effort, with a maximum of local supervision and participation.

Sec. 5. That school lunch programs should be operated on a non-profit basis.

Sec. 6. That the cooperation of such agencies as Parent-Teachers' Associations, State and local Nutrition Committees, State Health Department and State Extension Service should be sought in the planning of the state-wide school lunch program.

Article II. The War Food Administration agrees:

Sec. 1. To use all available facilities to carry out the provisions of Articles I of this agreement.

Sec. 2. To the extent of available funds, to enter into agreements (on Form _____) with eligible schools or non-profit organizations approved by the schools providing for the reimbursement of part of the cost of food used in school lunches; and to offer to schools such agricultural commodities as it has available for distribution and as are suitable for use in school lunches, or for processing for later use.

Sec. 3. To give full consideration to the recommendations furnished by the State Department of Education under Sections 1 and 5 of Article IV of this agreement, and to give the State Department of Education a full explanation of any final determinations not in accord with the Department's recommendations.

Sec. 4. To call to the attention of the State Department of Education any need for its assistance (as described in Article III of this agreement) in the schools receiving aid from the War Food Administration.

Article III. The _____ State Department of Education agrees:

Sec. 1. To use all available facilities to carry out the provisions of Article I of this agreement.

Sec. 2. To develop a program of nutrition education for use in the schools, and to encourage its use in connection with school lunch programs.

Sec. 3. To distribute informational material designed to implement the provisions of Article I (including material descriptive of Federal assistance) to schools under its jurisdiction, and to include seasonal school lunch articles in the regular school publications of the Department.

Sec. 4. To advise and consult with operators of school lunch programs on the training and direction of local personnel in the procurement, storage and use of food; in the purchase and use of equipment; in the preparation and serving of nutritious, attractive and economical meals; and in the maintenance of proper sanitation and health standards in conformance with all applicable laws and regulations.

Sec. 5. To hold workshops at appropriate places within the State at which training will be given to school lunch supervisors and workers; to invite the participation of War Food Administration and other interested agencies in such workshops.

Article IV. With respect to Federal assistance to school lunch programs, the _____ State Department of Education agrees:

Sec. 1. To plan with the War Food Administration the expenditure of Federal funds within the State, to the end that such funds will

make the maximum contribution to the expansion of school feeding and nutrition education; to examine applications for Federal assistance on the basis of need for such assistance, and on the basis of the desirability of the program operation; to recommend to the War Food Administration approval or disapproval of applications; and to recommend to the War Food Administration the amount of assistance that should be furnished to approved school lunch programs.

Sec. 2. To accept on its own behalf, and on behalf of the schools under its jurisdiction, the standard agreement (Form) between the Office of Distribution, War Food Administration, and agencies sponsoring school lunch programs, as the basis for Federal assistance to programs eligible for such assistance.

Sec. 3. To encourage all schools (whether or not receiving Federal assistance) to use in school lunches the maximum quantity of foods designated by the War Food Administration as being in local abundance.

Sec. 4. To encourage the acceptance and use, in as large measure as is consistent with good program operations, of agricultural commodities offered by the War Food Administration for direct distribution to schools.

Sec. 5. To report promptly to the War Food Administration any observed violation by a participating school of the school's agreement with the War Food Administration, and to recommend corrective action.

Article V. This agreement may be terminated upon ten (10) days' written notice on the part of either party hereto. This agreement shall automatically terminate not later than midnight, June 30, 1945.

STATE PLAN OF OPERATION OF SCHOOL LUNCH PROGRAM

- I. State with documentation the reaction of the Governor and State agencies in general to the School Lunch Program.
- II. Describe the extent to which the State Department of Education will cooperate in financing, organizing and supervising program operations.
 - a. Give amount, source and proposed use of funds available for school lunch purposes.
 - b. Give the number and type of personnel to be provided for program organization and supervision.
 - c. Outline the manner in which the department will disseminate program information to the general public and to sponsoring agencies.
 - d. Outline the method through which applications will be distributed and reviewed.
 - e. Outline plans for supervision by State school lunch personnel and for training of local school lunch personnel.
 - f. Explain arrangements for acceptance and distribution of donated commodities.
 - g. Outline plans for encouraging school and community canning centers.
 - h. If an agreement has been negotiated, with the State department, attach copy.
- III. Describe the extent to which other cooperating agencies will assist in financing, organizing and supervising program operation. (Cover all sub-points listed above wherever applicable.)
- IV. Explain the manner in which WFA will function in the following:
 - a. In introducing and publicising the program.
 - b. In distributing and approving applications and agreements.
 - c. In handling monthly reports and claims.
- V. Background information relative to State School Lunch Program.
 - a. Total number and enrollment of public schools, parochial schools and child care centers.
 - b. Number of units with lunch programs.
 - c. Estimated percentage of the above eligible for WFA assistance.
 - d. Number of units receiving WFA assistance 1943-44.
 - e. Estimated number of units and participation 1944-45.

STATE PLAN OF OPERATION OF SCHOOL LUNCH PROGRAM - Continued

f. Evidence of need for program.

1. Evidences of malnutrition
2. Income levels
3. Special situations traceable to war, including in-migration, working mothers, etc.